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ABSTRACT

This document is the second volume of a three-volume state-of-the-art report based on a study conducted to identify and analyze the effective mechanisms for facilitating coordination of vocational education programs with Comprehensive Employment and Training Act (CETA) Title IV youth programs. Included in this volume is a distillation of information from the first volume (CE 024 968), which contains descriptions of 111 coordinated programs, funded primarily under Title IV. The introduction found in chapter 1 presents the background information on the study. The second chapter synthesizes the major approaches to vocational education-prime sponsor coordination into three models: service delivery model, administrative model, and full program coordination model. Chapter 3 discusses the mechanisms that appear to be representative of the kinds of generic things that are happening in the field. These mechanisms are classified by the following six activity/service areas which guided the nominations of the programs: administrative affairs and outreach, assessment, counseling, and supportive services. The fourth and final chapter presents conclusions about the nature of vocational education-CETA coordination activities under Title IV and activities necessary to improve and sustain vocational education-CETA coordination. (BM)

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Interim Report

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Mechanisms for Vocational Education-CETA Coordination:

A State of the Art Report

Volume II

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CONSERVA, INC.

Raleigh, North Carolina

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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CHAPTER ONE: INTRODUCTION

THE COORDINATION MANDATE

The forging of a partnership between education and work has remained an intractable problem throughout the 1970's. Attempts to link the two systems stem from a growing consensus that the worlds of education and work must be brought together to impact effectively on the pervasive problem of youth unemployment.

Unemployment among youth sixteen to nineteen years of age has been three times the national adult unemployment average. Youth leave school each year with only a limited knowledge of the world of work. Dropouts additionally lack the skills and credentials necessary to compete in the labor market. For minority youth whose unemployment rates are twice that of other youth, early failures may create a pattern that they will follow into their adult years.

In response to the continuing and critical problem of youth unemployment and desirous of a concerted effort on the parts of the education and employment and training systems, Congress passed the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). Included in that legislation, now Title IV of CETA, were specific mandates for coordination: "It is the purpose of this title to provide a broad range of coordinated employment and training programs for eligible youth" [P.L. 95-524, Sec. 401]. In Subpart 3 of Title IV, the Youth Employment and Training Programs, the eligible applicant must provide assurances

> that in the implementation of programs under this subpart, there will be coordination, to the extent appropriate, with local education agencies, post-secondary institutions, community-based organizations, public assistance agencies, businesses, labor organizations, job training programs, other youth programs, the apprenticeship system, the courts of jurisdiction for status and youthful offenders programs, and (with respect to the referral of perspective youth participants to the program) the public employment service system. [P.L. 95-524, Sec. 436(3)]

Further evidence of the Federal press for coordination is contained in other titles of CETA and in the Education Amendments of 1976.

Title II of CETA provides funds for the provision of vocational education services, reserving fifteen percent of the funds "to coordinate programs under this Act with existing vocational education programs" [P.L. 95-524, Sec. 204(c)(2)(A)]. Furthermore, funds are made available to the governor of each State "for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions . . . " [P.L. 95-524, Sec. 202(d)].

The Vocational Education Act calls for the "coordination of programs funded under this Act with Manpower Training Programs and of Manpower Training Programs with programs funded under this Act" (Sec. 108(b)(1)(c)). Representatives of the State Manpower Services Council are to participate in the preparation of state five-year plans (Sec. 107(a)(1)(H)). Criteria for coordination are to be included in the state five-year plans (Sec. 107(b)(5)). Results of coordinative efforts are to be shown in the Annual Accountability Reports (Sec. 108(b)(1)(C)). Funds are to be distributed on the basis of local applications which describe the relationship of

vocational education and manpower programs (Sec. 106 (a) (4) (C)). An occupational information system serving the common occupational needs of vocational and employment and training programs at national, State and local levels is to be developed and implemented in all States receiving Federal vocational funds (Sec. 161 (b) (1) (B)). In complementary fashion, YEDPA requires as a condition for receipt of YETP funds that eligible prime sponsors provide a description of the coordination of proposed programs, projects and activities with offerings of local education agencies and postsecondary institutions (Sec. 346 (a) (1)).

A VOCATIONAL EDUCATION-CETA PARTNERSHIP

The idea of a vocational education-CETA partnership is not new. Vocational education played an active role in employment and training programs under MDTA. The growing problem of youth unemployment and the advent of the Youth Employment and Demonstration Projects Act (YEDPA) in 1977 has merely rekindled an interest in the relationship.

Vocational education, because of its historic role in the preparation of people for work, stands as a potential force for coordinated national endeavor to reduce youth unemployment. The necessity for a collaborative approach was recognized by Ernest Green, Assistant Secretary of Labor for Employment and Training, in his keynote address to the 71st Annual Vocational Education Convention where he stated

> What is needed now in the CETA-Vocational Education relationship is for us to give more substance to its emerging form. By intensifying our teamwork we can play a key role in making sure that America's young people will be better prepared to face the job market and that the job market will be better prepared to accommodate them. (American Vocational Journal, February, 1978, p.24).

The role of vocational education in serving youth was of particular interest to the Office of Youth Programs in the Department of Labor. Several approaches were undertaken to find out how the relationship between vocational education and prime sponsors was working or could work. As a first step, the Office of Youth Programs funded several national organizations to identify exemplary youth program models. The American Vocational Association study focused specifically on vocational education programs for disadvantaged youth. As a second step, YETP funds were matched with vocational education discretionary funds for a competitive grant program which would focus on projects that linked CETA and vocational education efforts at the local level. These programs or incentive grants were particularly concerned with serving the hardest to employ such as handicapped youth, offenders and young mothers. These programs are just now being implemented in fiscal year 1980.

In a reciprocal approach, the U.S. Office of Education sponsored two studies dealing with other aspects of vocational education-CETA linkages. One study was funded through the Office of Career Education and specifically focused on negotiating the agreement between local education agencies and prime sponsors. The second study, funded by the Bureau of Occupational and Adult Education, looked at the interface between vocational education and Title IV youth programs. It is the latter study which has produced the results contained in this volume.

It was not the intent of this study to evaluate the results of coordination, but to describe the process as it has evolved. Two years of implementation and experimentation have made possible a reflection on the nature and form that vocational education-CETA coordination has taken at the local level. It is fair to say that in States or localities where there was previously no coordination, even the negotiation of an agreement for vocational education to serve as the administrator of a youth program may be a large step

forward. In areas where there has been a long history of coordination dating back to the involvement of vocational education in CETA during the 1960's, the two agencies are better able to build on cooperative endeavors already in place, to concentrate on improving services to disadvantaged youth, and to provide those services in more innovative ways. It may be inferred that where vocational education and the prime sponsor had such a history of working together, the coordinative mechanisms under Title IV were more sophisticated and more likely to be characterized as a full program model.

INFLUENCE OF TITLE IV LEGISLATION

Part of what can be observed may be directly attributable to Title IV legislation. The problem of youth is defined as one of unemployment and, as may be expected, work experience was more often offered as an intervention than was skill training. While academic credit was an important issue in the legislation, the goal was for the youth to obtain a high school diploma or its equivalent, but not specifically to learn a skill. Conditions for receiving financial assistance under YETP emphasize that work experience be provided to youth which will improve their ability to make career decisions and which will provide them with basic work skills. Work experience rather than classroom training and employability skills rather than entry-level job skills have been the mainstay of youth programs. The Youth Employment and Training Program was designed to provide work experience with all other possible training and services subordinated in support of work experience. It is not surprising that services which were difficult to develop, such as job restructuring or programs specifically designed to overcome sex stereotyping in job development and placement, were few and far between.

The roles of certain agencies as outlined in the legislation did in fact occur. There were numerous arrangements for State employment security agencies to assist in various activities of a project including intake, eligibility screening, placement, and even negotiating worksite agreements with employers. The regulations called for assurances to be provided that the funds would be utilized by the local educational agency or agencies to the extent necessary to pay the cost of school-based counselors. Indeed, CETA funds provided for additional counselors to work with disadvantaged youth. However, the necessity for keeping the administrative costs low left little or no funds for program improvement efforts such as in-service training, yet the intense and sustained relationships espoused for dealing with youth sometimes strained the capability of available counseling staff. Terms such as mentor and advocate were often heard. Barring the existence of a cadre of well-trained staff familiar with the problems of disadvantaged youth, in-service training could do much to support counselors in their advocacy roles.

AWARDING OF ACADEMIC CREDIT

There were isolated instances of vocational education agencies participating in the development of guidelines for the awarding of academic credit for work experience, and of cooperative vocational education guidelines being used as a model for awarding academic credit. Competency-based assessments did not often serve as the basis for awarding credit. The majority of credit awarded in youth programs was still awarded for time spent. Where credit was awarded for time spent, vocational education may have participated in an assessment of the worksite prior to placement of a participant. This practice fits the Department of Labor model of program evaluation for credit. Where cooperative vocational education has been used as a model for earning credit, the practice closely fits the Department of Labor

model of experience designed for credit. The third Department of Labor model of awarding credit for prior experience was not evidenced in this study.

ADDITIONAL COORDINATION FUNDS

The one percent funds available to governors under Title II for encouraging coordination and establishing linkages between prime sponsors and educational agencies and institutions can be utilized to move the vocational education-CETA partnership forward. In the State of Michigan, the Departments of Labor and Education have agreed to combine the one percent funds and the 15 percent of the six percent vocational education set-asides, and have jointly developed guidelines for the expenditure of the funds. The combined CETA and education linkage funds will be channeled into planning grants for the development of projects at the local level which are the result of collaboration between educational and employment institutions and other government agencies in the community. The State of Utah also combined its six percent and one percent monies and designated them specifically for the purpose of levering institutional change. The goal was to make vocational education responsive to CETA clients. Guidelines for the use of the funds were collectively developed by vocational education and CETA staff at the State level. The State of Colorado has combined six percent, one percent, and four percent funds from Title II along with vocational education funds to provide vocational skills training at various community colleges throughout the State. The Colorado program is not limited to youth and focuses on youth who are 18 or older.

Each of these approaches holds promise for what might similarly be done with Title IV and other vocational education monies. The State of Minnesota did combine Title IV funds and one percent linkage funds from Title II to create a CETA-education linkage unit which is housed in the Minnesota

Department of Education, Division of Special Services. Staff of the unit includes a basic skills specialist whose responsibility is to link education and CETA efforts; a career development specialist whose responsibility is to link CETA with vocational education, guidance, counseling and occupational development; and an educational policies specialist whose responsibility is in the area of education policy issues such as the granting of educational credit and the integration of funding in coordinated programs.

PURPOSE OF REPORT

Both CETA and the Vocational Education Act attest to the fact that coordination has become the watchword of Federalism in the latter part of the 1970's. Coordination and its counterparts--linkages, collaboration and cooperation--have become rallying cries, dutifully voiced at the local level but often lacking the ring of authenticity. Without a firm footing in the context of local priorities, they remain but echoes of the Federal fiat. For coordination to move beyond rhetoric, more than mandates must be provided.

Given the context of a decentralized system of manpower programs and the States' reserved right to control education within the State, it is entirely appropriate that a detailed prescription for coordination has not been handed down. However, some direction is necessary to advance the vocational education-CETA partnership beyond compliance. While the determination of collaborative methods at the local level retains flexibility for designing approaches suited to local problems, it has presented no small task for local agencies to arrive at even the rudiments of an agreement, much less detailed coordination processes. A May 1979 report from the National Council on Employment Policy noted that despite the mandates for collaboration, there were few results owing to a lack of mechanisms to facilitate the process. The report concluded that what was needed was "more substantive

guidance with regard to program models and institutional roles" (Colmen and Wurzburg, 1979).

It is the purpose of this report to help fill the void. Included in this report are a number of coordinative mechanisms descriptive of evolving local responses to the Federal mandates. The mechanisms are offered as examples of policies, procedures, and practices which are effective in aligning or linking the vocational education and employment and training delivery systems to serve disadvantaged youth.

This report is the second of three volumes of a state-of-the-art report on vocational education-CETA coordination. It is a distillation of information from the first volume which contains descriptions of over one hundred and ten coordinated programs, funded primarily under Title IV. The third volume discusses the context of coordination. A companion volume to the state-of-the art report is a guide which translates the findings into procedures which can be used to implement or improve coordinated programs between vocational education and CETA.

Emphasis on Exemplary

The results reported in this volume are an outgrowth of a basic orientation intrinsic to the study as a whole. This orientation is the emphasis on the identification of programs with exemplary coordinative mechanisms.

A look at exemplary linkages does not deny the opportunity to look also at problem areas in coordination. The premise is that the most noteworthy programs will not be without fault and could be improved. A program with a model coordination mechanism for outreach may falter in placement.

Exemplary coordinative mechanisms were taken to mean those mechanisms which evidence the greatest probability for programmatic or institutional change. Programmatic changes deal with a short-term alteration of practices to better serve a target population; for example, providing

vocational skill training on an extended-day basis. Institutional change, on the other hand, deals with changing the perceptions of persons about the roles and missions of their institutions, resulting in long-term alterations in institutional policies. It is much more difficult to obtain solid evidence of this latter type of change. Programmatic change was taken as an indicator of an increased probability that institutional change might follow.

To ensure that these conceptions of exemplary coordination were used as the basis for nominations, a set of standards was developed which described what specific instances of exemplary coordination might look like. (A copy of these standards is included as the appendix to this volume.)

ORGANIZATION OF REPORT

The second chapter of this report synthesizes the major approaches to vocational education-prime sponsor coordination into three models. Although abstract, these models are descriptive of the developments taking place in States, cities, and counties throughout the nation. They indicate that productive linkages may be forged at several levels to fit the needs and structure of different localities. These models acknowledge that service delivery mechanisms are as much a part of the problem of coordination as administrative mechanisms, such as who meets with whom and how often. Conclusions about the major types of mechanisms in operation are included.

The third chapter deals with the mechanisms which appear to be representative of the kinds of generic things that are happening in the field. They are descriptive of some of the better activities and are worthy of mention as examples of on-going cooperative efforts. The mechanisms are classified by the six activity service areas which guided the nominations of the programs.

The fourth and final chapter draws some conclusions about the nature of vocational education-CETA coordination activities under Title IV and activities necessary to improve and sustain vocational education-CETA coordination.

CHAPTER TWO: MODELS OF COORDINATION

INFLUENCE OF AGENCY OPERATIONS

A major factor influencing the nature of coordination is the manner in which agencies are organized to conduct business. Prime sponsors may contract, operate programs themselves, or they may engage in some combination of the two. In a complementary fashion, the role of vocational education in coordination with prime sponsors is influenced by the structure and position of vocational education. For instance, a youth employment program located in a comprehensive high school of which vocational education is only a part may be vastly different from a program located in an area vocational center. Likewise, when vocational education maintains separate vocational technical school districts or where there is a separate board of vocational education at the State level, the role of vocational education in coordination with the prime sponsor will be more active and visible.

DEVELOPMENT OF A CONCEPTUAL MODEL

Much of what is discussed under the rubric of coordination is administrative in nature. It is particularly noticeable in Title II of CETA in a discussion of the use of the one percent funds available to the governor of each State. There are two main purposes for which these funds may be used. The first is for encouraging coordination and establishing linkages between prime sponsors and appropriate educational agencies and institutions, and the second purpose is for services for eligible participants. This distinction permeates much of what is written about vocational

education-CETA coordination. Indeed, surveys on coordination activities most often cite administrative mechanisms which are used to coordinate the activities of participating agencies.

The distinction between administrative activities and service delivery activities may be turned into a useful conceptual model of vocational education-CETA coordination which synthesizes the major approaches to coordination as observed in this study. In this model, administration and service delivery are the two basic components of a program. Coordination may occur in either or both components yielding a total of three models which typify how coordination appeared in local programs. These three models may be termed service delivery, administrative, and full program coordination. The models are depicted in Figure 1.

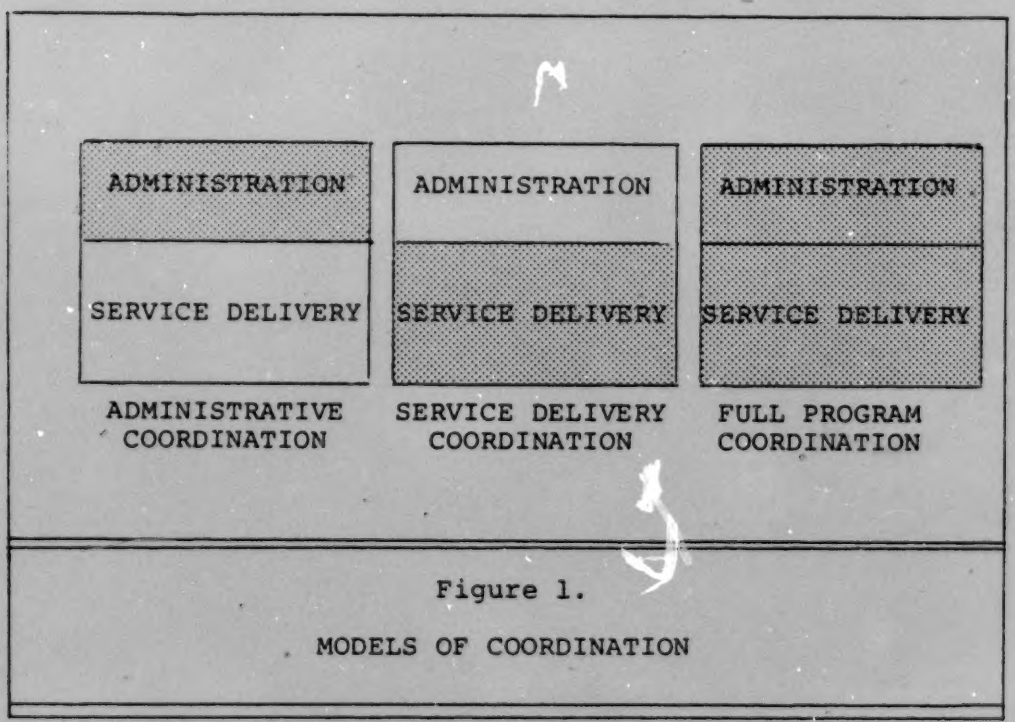

Figure 1.

MODELS OF COORDINATION

Service Delivery Model

The term service delivery model implies a limited partnership. There are two basic variations of this form:

- Vocational education contracts with the prime sponsor to deliver specified services to enrollees.
- Another agency is party to an agreement with the prime sponsor, but vocational education services, facilities, or instructors are used to deliver services.

Even where vocational education is a subcontractor, the very nature of the relationship relegates vocational education to the position of one of many service deliverers competing for CETA funds. In the latter variation, the bonds are even more tenuous. The subcontractor may be a local educational agency or State board of education. It is also possible that a community-based organization may administer the program and simply purchase services from vocational education.

The services provided included the whole gamut from outreach to placement. Vocational education counselors assisted in the identification of youth in need of services. Vocational education performed assessments of CETA clients. Vocational education resource centers were made available to clients to provide guidance, counseling and labor market information. Clients were enrolled in prevocational or skills training programs operated by vocational education. Vocational education work-study or cooperative programs were used to link CETA work experience with education. Vocational education provided school-based employment in school-operated businesses and vocational education centers and shops.

The exact nature of the service delivery model covers a wide continuum. This continuum might be described as ranging from merely accommodating to intensive collaboration. For example, in one State, vocational education facilities were made available after hours for CETA clients, but all funding, program staff, and services were available only by

the grace of CETA funds. In another locality, vocational education and the prime sponsor jointly staffed a program and shared direct responsibility and accountability for the ultimate outcome and placement of the client.

Administrative Model

In the administrative model, a typical situation observed was one where vocational education is the agency which is party to an agreement with the prime sponsor. Vocational education would be responsible for program administration, the processing of necessary reports, and handling of fiscal affairs; however, the actual operation of the program would be through program staff. Program staff are here defined as staff hired through CETA funds specifically to operate the program. They are tied to the funding cycle of that program and, as such, have no formal and continuing organizational ties either to CETA or to vocational education. An example of such an administrative model would be a State vocational education agency which serves as the administrator of YETP programs for the balance-of-state prime sponsor. The vocational education agency would be the party to an agreement with the balance-of-state prime sponsor and might negotiate subcontracts with LEAs for local programs. Funds would be channeled through the State vocational education agency. An example at the local level would be where a vocational-technical school district or an area vocational school was party to an agreement with the prime sponsor and functioned in an administrative capacity. The program staff, however, would not have formal ties to the vocational education establishment. The clients of such a program would not necessarily receive the full range of services available through vocational education.

From an intergovernmental relations perspective, vocational education would fulfill the functions of resource and program management. Resource management would include

information and fiscal management. Program management would entail the pragmatics of creating concrete programs. If all funds flow from the prime sponsor, as they did in most instances observed, the prime sponsor would maintain control of policy management and, therefore, exercise the greater influence on the formulation of needs and goals.

At a more sophisticated level, the administrative model sometimes included a detailed effort at coordinative planning on the part of the prime sponsor and vocational education. This entailed numerous meetings, continuous contact to jointly plan a program, and possibly an integrated package of funding combining CETA resources with those of vocational education to carry out a program. Mechanisms such as a waiver of regulations were sometimes a component of an administrative model wherein vocational education or the prime sponsor, working through the regional offices of the Department of Labor, waived regulations which might have impeded the success of a coordinated program and the flexibility of the agencies in dealing with disadvantaged youth. Administrative mechanisms occasionally entailed joint efforts at delivering technical assistance and training to program staff. They also entailed joint participation in the evaluation of programs. Most often, however, the models of administrative coordination observed were less sophisticated.

Typically an agency submits an RFP in response to a request for proposals on the part of the prime sponsor, and when granted such funds, becomes the administrator of the program. As noted, however, the structure of the agencies involved can influence the character of the coordinative process. A prime sponsor which is very active in running programs may become heavily involved in the planning stages of a coordinated youth program. In other instances, coordinated planning means primarily that vocational education plans the services to be delivered and that the prime sponsor's role is to inform the agency whether such plans will conform with Federal regulations. Such planning could

include more active brainstorming on the part of both agencies to determine how best to harness their combined resources, but examples of this were not often seen.

The information sharing which occurs in the administrative model is generally of an informal nature. The notion that vocational education and CETA prime sponsors might develop some systematized information-sharing capacity, including the linking of the Vocational Education Data System with the prime sponsor data system, remains an ideal. The administrative model only rarely included instances where the policies of vocational education or the prime sponsor were altered to enhance the flexibility for serving participants. However, there were instances where policies were created to allow for utilization of staff with non-traditional credentials or to permit operation of vocational facilities beyond regular school hours. On the whole, programs operated under YETP through coordinated efforts of vocational education and the prime sponsor tended to be funded solely through YEDPA. Again, however, there were instances where vocational education funds, or funds from other CETA titles, or funds from additional community and Federal agencies had been used in conjunction with YEDPA funds to expand the services available to the youth. In addition, they shared administrative responsibilities including planning, evaluation, and management of program funds.

Full Program Coordination Model

The full program coordination model is characterized by a more equally balanced partnership in which vocational education and the prime sponsor attempt a joint approach at planning for the coordinative use of their resources to serve disadvantaged youth. Both agencies are actively involved at both the administrative and service delivery levels.

Baltimore, Maryland, comes closest to typifying the full program coordination model. Local vocational education advisory councils, the school system, and the prime sponsor jointly assess vocations for which there is a need for graduates. There is joint use of resources including facilities and funds. At the service delivery level, both education and the prime sponsor contribute staff for an alternative school.

ROLES FOR OTHER ACTORS

The three models presented are founded on the relationship between prime sponsors and vocational education. While vocational education could be taken to include both the State and local levels and postsecondary as well as secondary programs, it is useful to take note of some particular actors who have emerged in coordinative relationships.

Postsecondary Institutions

Postsecondary institutions have been evidenced largely in the service delivery model and have been the major provider of services to out-of-school youth. Whether the postsecondary institutions are more willing to serve these youth, or whether these youth prefer attending a postsecondary institution in preference to returning to a secondary setting, it appeared to be an agreeable arrangement. Technical institutions and community colleges have been seen as a viable force in serving dropouts and older youth. Postsecondary institutions are accustomed to offering GED preparation, and as a result of serving adults, also have an array of individualized instructional techniques available for necessary remediation in basic skills. Although the regulations prohibited postsecondary institutions from being parties to agreements for the 22 percent

set-asides under YETP, they have emerged as major parties to agreements for other Title IV programs.

State Educational Agencies

The participation of State educational agencies was most often apparent in the administrative model where the State agency played a role as facilitator, clearinghouse, and provider of in-service training. Though the emphasis in Title IV on coordination with local educational agencies by-passes a role for State educational agencies, State vocational education agencies have served in a coordinative capacity on several fronts. They have played a role in providing in-service training workshops for local program staff. They have provided technical assistance in the development of programs. They are a logical partner for the balance-of-state prime sponsor and can assist in negotiating agreements or subcontracts with local educational agencies throughout the State. State vocational education agencies have assisted in the development of statewide guidelines for the awarding of academic credit.

As may be expected, the service delivery model is most in evidence at the local level where service delivery normally occurs. However, in the instance of skills centers operated under the direction of the State education agency, service delivery may be construed to be in operation at the State level.

CETA State Supervisors

Accompanying the presence of State educational agencies in the administrative model has been a role for CETA State Supervisors. CETA State Supervisors had a large coordination role under MDTA. Currently, they coordinate the six percent vocational education set-asides under Title II. They are also emerging as actors in coordinating Title IV activities. Located in vocational education and with

established contacts with the prime sponsor, they are able to provide direction for the formulation of coordinated programs. Already knowledgeable of linkage activities, CETA State Supervisors can function as adaptive units within the formal vocational education structure. As an adaptive unit they can facilitate communication flow between vocational education and the prime sponsor, establish a clearinghouse for the dissemination of needed information, and assist in the planning and development of coordinated programs under Title IV.

SUMMARY

The three models of coordination are shorthand ways of describing the great diversity that vocational education-CETA coordination has taken at the local level. The response of the agencies varied from compliance with the letter of the law to aggressive and joint attempts to tear down turf and build a continuing transition vehicle for disadvantaged youth. Title IV funds were sometimes used as a catalyst to build a comprehensive and continuing program of services for youth, and then again, they were the sole support for program operations. In the latter case, the demise of Title IV funding would likely signal the death knell of coordination attempts as well.

CHAPTER THREE: COORDINATIVE MECHANISMS

RULES FOR INCLUSION

To clarify the types of mechanisms which have been chosen for inclusion, the following example is provided. The requirement that twenty-two percent of the prime sponsor's formula allocation be administered under the terms of an agreement between the prime sponsor and a local educational agency is a mandated coordinative mechanism. The linking of vocational education monies with the twenty-two percent set-asides to operate a joint program would be an exemplary coordinative mechanism.

It is also useful to note the types of mechanisms which have not been included. The establishment of a youth-oriented business may be an innovative mechanism for serving youth. However, it may have little to do with the linkage between vocational education and CETA, or with an alignment of either or both institutions to serve the youth. On the other hand, if the business is established as a part of the vocational education program and is particularly geared to serving CETA youth, then this would be viewed as an exemplary coordinative mechanism.

The coordinative mechanisms included in this section of the report are divided into six subchapters, each one concerned with a different functional area related to the operation of a youth program. Each subchapter includes a description of the particular area, the kinds of activities included in it, the types of generic mechanisms that appear to be in operation and a listing of exemplary mechanisms which are examples of the more generic ones.

ADMINISTRATIVE AFFAIRS

The area of administrative affairs includes planning, evaluation, program improvement, technical assistance, program administration, policies and funding. The activities included in administrative affairs supersede all other activities which take place in a vocational education-CETA coordinated youth program. Early development of the program as well as activities which support the program throughout its existence are included in this area. Finally, evaluation information which can be channeled back into the planning process for the purpose of program improvement is included.

Planning

The initial step in planning a coordinated program between vocational education and CETA is to encourage interest on the part of both parties in working together. Both vocational education agencies and prime sponsors have been willing to take the first step.

- A balance-of-state prime sponsor made a presentation to local directors of vocational education throughout an entire state to encourage the initiation of YETP programs.
- A State vocational education agency initiated contact with the prime sponsor and expressed an interest in operating CETA programs on a statewide basis.

Planning often proceeds through a proposal process where the prime sponsor reacts to suggested activities and determines if they are in accord with Federal regulations. The final program plan is sometimes the result of negotiation. Several actors have emerged in the proposal development and planning process.

- Local vocational education directors have been instrumental in developing proposals for youth programs.

- A CETA State Supervisor played a major role in the development of a YETP program proposal and in ongoing activities in the operation of the program. The program is administered through the State vocational education agency and the balance-of-state prime sponsor.

- A project advisory committee assists in the planning of the program.

- A prime sponsor provides labor market projections used to set up local short-term skill training programs.

Evaluation

At the time of project interviews, evaluations for the fiscal year 1979 YEDPA programs were still incomplete. However, preliminary evidence suggests that prime sponsors had some assistance in conducting evaluations.

- Evaluations have been conducted through joint site visits between vocational education and the prime sponsor.

- A community college which provides facilities for vocational exploration participates in the monitoring and evaluation of the program through the provision of evaluation tools, conducting student and faculty evaluations and, ultimately, providing the evaluation information to the prime sponsor.

Program Improvement

As YEDPA sought to keep administrative costs low, arrangements with other agencies were necessary to provide program improvement efforts such as curriculum development and in-service training.

- A balance-of-state prime sponsor, the State vocational education agency, the CETA liaison office, and the board of education jointly sponsored in-service training workshops for local youth program staff.

- As a means of program improvement a State board of vocational education made money available for travel to a National Youth Conference.

- A State vocational education agency provided materials and curriculum development for YETP programs.

Technical Assistance

Technical assistance is another area where the capacity of prime sponsors is strained. The necessity for keeping administrative costs down as well as problems with high staff turnover contribute to a need for additional agencies and actors to fulfill technical assistance functions.

- A vocational department of a university has established a service unit to provide technical assistance to the prime sponsor in the operation of YETP and YCCIP programs statewide. Services include in-service training, program evaluation, research and curriculum development. The service unit develops RFPs for local programs and helps to negotiate contracts. YETP administrative funds were used to establish the service unit.

- A local vocational advisory council offers technical assistance and advice regarding local determination and policy for a program funded through YETP and vocational education disadvantaged monies.

- The CETA State Supervisor provides technical assistance through in-service training workshops, on-site visits and telephone contacts with program staff.

State vocational education agencies have an emergent role as providers of technical assistance and training to local program staff. Accustomed to playing a role with the prime sponsor under Title II through the vocational education set-asides, state vocational education agencies have also found roles under Title IV. Probably the greatest use of state vocational education agencies is in relationships with the balance-of-state prime sponsor.

- A State vocational education agency provides technical assistance related to the completion of reporting forms as well as sponsoring workshops. For example, a workshop was held for youth coordinators and counselors which focused on sex equity issues.

Program Administration

Education agencies including the state vocational education agency, regional education agencies, and skills centers are serving as contracting agencies or brokers for the prime sponsor.

- A State vocational education agency has a financial agreement with the prime sponsor and in turn subcontracts with LEAs.

- A State vocational education agency, in this case the state board, utilizes an RFP process for awarding YETP grants to local schools, regional centers and community-based organizations.

- An area vocational school negotiated a financial agreement with the prime sponsor and in turn negotiated a non-financial agreement with local school districts.

- An area educational agency contracts with the balance-of-state prime sponsor and in turn negotiates non-financial agreements which identify services and delivery modes with each of the 21 LEAs involved.

- A skills center, as a regional office of the State vocational education agency, has contractual responsibility for local youth programs.

- A junior college operates a summer youth employment program through a subcontract between the college and the local skills training center.

Administrative arrangements show active involvement of vocational education at the state and local levels.

- A local vocational education director was involved in a YETP program including proposal writing, coordinating implementation efforts in various schools and determining program policy.

- A consortium of vocational education directors supervises program operations geared to mainstreaming YETP students into vocational curricula.

- A State vocational education agency provides administration for a YETP Governor's Special Grant program and is responsible for hiring personnel. There is a separate contract between a community-based agency and the State vocational education agency, as a community-based agency actually is in control of program funds and is a primary contractor with the prime sponsor.

- A CETA State Supervisor in the Division of Vocational Education is responsible for supervising all YETP programs in the State.

- The Department of Exemplary Programs within the State Vocational Education Agency maintains administrative responsibility for YETP in-school funds for the balance-of-state prime sponsor.

- A vocational technical school district serves as an administering agent for a YETP program.

Staffing patterns demonstrate that coordination can be accomplished for service delivery functions as well as administrative functions.

- Joint staffing is carried out at the local level in a YETP program through the use of employment and training representatives of the prime sponsor who share program functions and direct responsibility for the program along with teacher-coordinators in local schools.

- A project between vocational education and the citywide sponsor combines regular city school teachers and prime sponsor staff who serve as cluster coordinators or principals for mini-schools organized around vocational clusters.

- A YIEPP program utilizes teams to deliver services at local schools. Each team consists of four types of staff: First, there is the Program Liaison Specialist who is the in-school manager responsible for recruitment, enrollment, public relations and in-school staff development. Second, there is a paraprofessional for every two teams to help with tutoring, needs assessment, and dissemination. Third, there is a Career Development Specialist who is responsible for counseling and referral. There is one specialist for every 100 students. The fourth person on the team is a Job Coach, an employment liaison, who is a prime sponsor representative responsible for placement.

- A prime sponsor staff member has assisted in classroom training efforts and conducting field visits to YETP programs.

- A YETP program utilizes five employees who represent the five organizations of the Project Advisory Committee. These organizations include the employment service, community-based organizations and the public schools. Four of the counselors are paid with YETP funds and the fifth through the local job services. All five, however, are considered to be employees of their respective organizations.

In addition to staff directly involved in operations, staff designated as liaisons can facilitate the process of coordination.

- A CETA State Supervisor serves as liaison between the prime sponsor and local program operators in a program administered between the State vocational education agency and the balance-of-state prime sponsor.
- The principal of each school in which a youth program is located designates a staff member to be a liaison with program staff in the school.

Policies

The process of policy determination resided largely with the administering agency. There were a few exceptions.

- Program policies are determined at monthly meetings of a board of directors of a YCCIP program. The board is made up of the superintendent of schools, program staff, student participants, the CETA representative and representatives from the Chamber of Commerce and the retail clerks' association. Student participation in policy determination is considered an important learning experience. Policies include such things as objectives, activities, and penalties for tardiness or absenteeism of participants.

The flexibility of YEDPA programs can be retained only when coordinating agencies such as local schools bend their policies to allow for open-entry/open-exit, extended day services, and the participation of staff with special experience or non-traditional credentials. Policies regarding flexible schedule were seen in numerous programs. Policies related to staff certification were more rare.

- A State board of education has exempted a youth program from State certification requirements for teachers, administrators, and other personnel for an experimental period of 3-5 years. During that period, the school system and the State agency will look at new certification procedures for employees hired to work in school-based youth employment programs.

Funding

Vocational education funds are combined with CETA funds to broaden and strengthen program services.

- Vocational education funds provide the salaries for instructors and the cost of materials while CETA funds provide student stipends.

- State cooperative vocational education funds provide the salaries of teacher coordinators for a dropout program.

- Vocational education disadvantaged funds are used to provide staff salaries for a program director, four work coordinators, one workshop coordinator, five workshop teachers, and twelve paraprofessional counselors. A separate contract between the school district and the Division of Special Program Services in the State Department of Education arranged for the special use of these vocational education funds.

Local education agencies are contributing funds to support YEDPA programs in many instances.

- A local school pays half of the salary of a worksite coordinator.

- A local education agency pays the salary of the Project Director.

- A local education agency pays for the extra hours required for staff to provide supportive services to clients.

- A local education agency makes up the difference in the salary of teachers

where the CETA salary is not equivalent to the position.

- A local education agency provides the salaries for one full-time and five part-time project coordinators.

Another form of combined program funding ties various CETA funds into an integrated youth program.

- Title IIB monies are used to pay the allowances and wages of students and some counselors; YETP monies pay for counselors; and Title II six percent vocational education set-asides pay for all teachers.

Finally, CETA administrative funds can be used to pay the salaries of state and local agency personnel necessary to carry out CETA programs. At least one instance of this was noted.

- CETA administrative funds are used to provide partial or full salaries for staff located in the state vocational education agency who have primary responsibility for balance-of-state youth programs.

OUTREACH, ASSESSMENT, COUNSELING AND SUPPORTIVE SERVICES

Activities included in this functional area include outreach, intake, eligibility screening, individual assessment, referral, vocational counseling and guidance, labor market information and the provision of supportive services. These activities are the first point of contact with the client. Guidance and counseling are considered separately, supportive services as used here refer to transportation, child care, medical or other special services.

Outreach

Four major methods are used to perform outreach. It may be a joint function, the responsibility of regular

school staff, the responsibility of a prime sponsor staff person, or the responsibility of a youth center.

- A prime sponsor and local education agency staff share outreach functions. The school guidance counselors identify potential dropouts and students who have already dropped out of potential programs while the prime sponsor screens welfare records to locate eligible students.

- Outreach and assessment activities are handled jointly by program staff and school personnel in a YETP program.

- Outreach activities in a county SPEDY program are handled jointly by the community-based organization and local education agencies through the use of posters and pamphlets.

- Regular school counselors contribute their time to aid in determination of disadvantaged students who are in need of services in order to remain in school.

- Outreach for in-school students is handled by guidance personnel from each individual school while outreach for out-of-school youth is jointly handled by employment security and a community-based organization.

- The guidance departments in three participating high schools in a YETP program assist in outreach. In addition to CETA eligibility criteria, schools attempt to select students who might leave school without the benefits of the program. The screening committee consists of an assistant principal, or principal, two teacher-advisors and someone from the guidance department. The screening committee operates after an initial screening process to determine eligibility.

- A county YETP program locates a YETP representative in the schools to perform intake.

- A program offered at a community college utilizes a prime sponsor representative who makes visits to each school to do intake. One person from each school is assigned as a contact person with the prime sponsor staff member.

- Under a YETP program, a youth center handles outreach and selection. The center is operated under the Department of Industrial Relations.

- A Youth Employment Center was officially established with YETP funds. This provides a centralized center for certifying CETA eligibility and for referrals. For example, further assessment is available by means of referral from the Youth Employment Center to the area vocational school assessment center.

- In a large urban program a prime sponsor utilizes decentralized intake centers for all CETA clients.

- An urban program utilizes mini-employment centers located in several city high schools. The centers are operated by the prime sponsor who provides outreach and eligibility screening for YETP and SPEDY programs through the centers.

A fifth method noted for accomplishing outreach was to use program funds to purchase staff to perform outreach.

- An urban YETP program funds a two-tenths position in each high school to facilitate the outreach activities. All other activities including intake assessment, counseling and the provision of supportive services are provided at a centralized location.

Minority populations, particularly those who are Spanish-speaking, present special outreach problems. Additional methods are employed to reach these populations.

- Outreach in an urban YETP program is facilitated through letters sent to parents. These letters are sent out in both Spanish and English and explain the goals of the program.

- Community-based organizations such as OIC and SER provide referrals to a YETP program through a separate subcontract of the prime sponsor. In turn, the public schools channel students to OIC and SER who may not want to continue in a traditional program through YIEPP.

Outreach is often combined with other activities, with the activities shared by coordinating agencies.

- Outreach, assessment and counseling are shared responsibilities between employment security staff and skills center staff in a YETP program.

- The community-based organization provides outreach, assessment and counseling services for a YETP program while labor market and career information are made available through the local community college.

Assessment

Assessment is often a component of orientation. Early manpower programs suffered high attrition rates due to lengthy assessments which were isolated from other program activities.

- Assessment in a balance-of-state program is a component of a one-week orientation session. Assessment duties are shared with the Job Service performing aptitude testing using the GATB, and an interest inventory administered through the community college.

Two special problems in assessment have been addressed by coordinated youth programs. One of these is the provision of specialized assessment services for handicapped youth.

- A program utilizing combined YETP funds from local and Governor's grants serves both handicapped and non-handicapped students. Assessment is a major component of the program. The local educational agency's special education committee

provides individual education plans for the handicapped students, while YETP program staff provides similar individual plans for non-handicapped students.

- Students who are severely handicapped in terms of employability are sent to a sheltered workshop for a full week assessment. The service is provided through a separate contract with the prime sponsor, but is available for use by the YETP program.

A second problem, particularly in rural areas, is that of making assessment services widely available.

- A balance-of-state youth program utilizes a mobile trailer to make assessment services available to youth. The program involves youth in sessions for two hours a day, five days a week, for a total of four weeks. The assessment consists of the determination of vocational interests and aptitudes as well as academic aptitudes.

Computerized assessment techniques can be a useful tool but are costly. Shared funding or the use of funds other than YEDPA has been made available to provide computerized assessment.

- The cost of a computerized assessment system is shared between the Area Vocational School and a Community Action Council which administers a YETP project.

- A local community college performs computerized assessments for all CETA clients under a Title IIB contract.

Counseling

YEDPA provides funds for school-based counselors to carry out its purposes. However, the provision of extra counselors seemed to be a necessary but not sufficient condition for improving services to youth. Numerous programs provided counseling in other than a school setting.

- A county program provides counseling through advocate teachers who travel to schools, homes, or job sites in order to meet with students.

- SPEDY programs utilize a mobile resource team to provide guidance and counseling in group and individual situations to students in their worksite communities.

- CETA-funded counselors in a city program provide educational, vocational, and personal counseling. Counselors make home visits and travel to job sites in order to meet with students.

Supportive Services

No single method stands out as a primary method of providing supportive services in coordinated programs. Transportation is probably the service provided with greatest frequency.

- Supportive services for teenage parents are provided through use of a parent-infant center located at an alternative school.

- The YETP program uses referrals to Social Services to provide special supportive services for foster children, abused children, students needing special psychiatric care, pregnant students, students with both problems and emotional handicaps.

- A junior high program uses part-time managers or student advocates to arrange for necessary supportive services.

BASIC AND REMEDIAL EDUCATION AND EMPLOYABILITY SKILLS

This functional area includes remedial education, occupational orientation, pre-vocational programs, GED preparation and employability skill training. The skills incorporated in this area are to be distinguished from those in which there is entry-level job development or

institutional occupational skills training. Employability skills may also be referred to as occupational survival skills. Likewise, bilingual training or basic living skills may be a component of needed remediation for some clients. Literacy training may be used both to break failure patterns in communications and to increase English usage ability for limited English-speaking clients.

Occupational Orientation

The most highly developed coordinated programs integrated occupational orientation and exploration into a phased program for transition of CETA students into vocational training programs.

- A three-phased program in an urban area combines career decision-making, career exploration, and career employment experience. In the third phase students have an option of vocational training or work experience, or a combination of the two.

- A YETP program for urban and rural in-school youth offers a three-phased program. Phase One consists of classroom instruction in career decision-making and job-seeking skills. Phase Two concentrates on exploratory activities. Phase Three consists of placement in vocational training or on-the-job training with private employers.

Occupational orientation for CETA youth is also coordinated with vocational education by hands-on experiences in vocational facilities or using vocational clusters for placement on job sites.

- Occupational orientation in a YETP program is accomplished by having YETP students participate in regular technical college classes and labs on a short-term basis.

- An urban YETP program utilizes an occupational orientation or career exploration component in which students are

placed on job sites according to vocational clusters reflecting their values, aptitudes and interests. Worker trait groups are used to identify the appropriate areas for their explorations.

CETA-funded youth programs can serve as prevocational programs to develop the skills necessary for students to enter regular vocational training.

- A community college provides career exploration activities with a later phase of the program involving enrollment of the students at the community college vocational center for skills training on a half-day basis.

- A YETP program component for younger students or older students not ready to enter the vocational co-op program is utilized in a balance-of-state program. Career counselors provide students with instruction in job survival skills and counseling with the aim of retaining students in school so they can later be enrolled in other components of the program.

Basic and Remedial Education

Vocational facilities are providing a viable setting for remedial instruction.

- A prevocational experience center is used for students who need remedial work in reading and math.

- A statewide YETP program has a classroom training program offered at area vocational centers for dropouts. Remedial reading, remedial math, and basic economics adapted to the educational level of the participants are a regular component of the classroom training.

- An alternative program offering vocational instruction in six different centers provides a basic skills teacher who travels from center to center to provide remedial education activities as needed.

- High school dropouts receive classes in GED preparation or basic skills in a local skills center.

In numerous cases, remediation is provided through individualized modules made available through CETA funds.

- CETA Title II funds helped to develop curriculum modules as tools to teach basic skills. However, the curriculum modules cover various technical content areas. Students can receive credit at the local technical college for units completed as well as receiving credit in the basic curriculum at the secondary level.

- YIEPP funds were used to purchase slots and additional terminals in a computer-based learning program for youth with low reading levels.

Employability Skills

Employability skills are offered to CETA youth as components of vocational education programs. In some cases, it is possible for youth to receive vocational credit.

- YETP funds have been used for a diversified occupations class which focuses on the development of the employability and survival skills.

- Employability or occupational survival skills are used as the related instruction component in cooperative vocational education settings.

- Dropouts receive occupational survival skills training in one class per day for which they receive vocational education credit.

Arrangements for providing employability skills training varies from week-long workshops to daily sessions.

- A summer youth program provides week-long workshops through subcontracts with a university and a community college. Workshops are integrated with work experience

activities and concentrate on developing employability and survival skills.

- Employability and job survival skills workshops are conducted as part of an orientation week preceding placement in on-the-job training.

- A YETP program provides training in career decision-making skills, remedial work basic skills and life skills ranging from personal hygiene to family problems. These classes are provided weekly during after-school training sessions and individual meetings with the project coordinator.

- A YETP program which shares a facility with an alternative school program provides daily sessions in living skills such as budgeting, getting drivers' licenses, housing assistance, etc.

Basic Living Skills

Remediation for some youth may include classes addressed to special segments such as teenage parents.

- An urban YETP program provides weekly classes in nutrition, child rearing, medical needs and related subjects to pregnant teenagers and young mothers.

- An alternative program with a parent-infant center requires students who have children placed at the center to attend parenting education classes. Part of their time is spent in interaction with their child where they learn to identify growing stages.

INSTITUTIONAL OCCUPATIONAL SKILLS TRAINING

Institutional occupational skills training is the provision of vocational skills training in a classroom setting.

Open-Entry/Open-Exit

Vocational skills training is provided on an open-entry/open-exit basis to accommodate the needs of the CETA youth.

- A local program couples worksite training with an in-class component. Developed as an open-entry/open-exit program, it is able to accommodate both in-school students and dropouts.
- Skills training is provided on an open-entry/open-exit basis through a program at an opportunity school.
- Skills training is provided on an open-entry/open-exit basis at a regional vocational technical school through a Title IIA program serving both youth and adults.

Extended Day

Vocational skills training is provided on an extended day basis to accommodate the work schedules of CETA youth.

- A local program pays the extra hours of regular school teachers through YETP funds.
- Vocational center instructors are paid overtime through YIEPP funds.
- Urban and rural in-school youth receive vocational skills training at a local community college in the evenings. Tuition fees and training allowances are paid through YETP. Students receive academic credit in their home schools for the skills training courses received.

- A YETP vocational education project provides a 10-week skills training program at an area vocational school on an extended day basis. The students concentrate on entry-level skills training. Skills training is then followed by a 10-week work experience module.

- Skills training is available on a referral basis to alternative school students who are part of a YETP program providing work experience. The alternative school is located in an area vocational school. Skills training programs are available to students in the evening.

- A statewide program offers classroom training to dropouts through area vocational centers. Enrollees receive vocational skills training after regular school hours for 25 hours a week over a 46-week period. The training takes place in eleven area vocational education centers throughout the state.

- Handicapped students in a rural area receive skills training from vocational education instructors who are paid through YETP for their extra time. This allows for special classes with a student/teacher ratio of 1/5 or 1/10. A YETP program for both urban and rural in-school youth provides skills training for students who want or need training before placement in on-the-job training slots.

Summer Programs

Summer programs tend to emphasize exploration activities, but are also used for skills training. This offers another vehicle in addition to open-entry/open-exit and extended day for providing training on a flexible basis to meet the needs of a broad range of CETA youth.

- Students in the occupational exploration component of a summer youth program attend classes for 6 hours a day, five days a week for 8 weeks. During this time they are introduced to the skills required in one or more selected occupations. Training

in the skills areas is based on occupational clusters. These clusters include food services, health services, and metal trades.

- Students in the summer youth employment program have the option of choosing the exploration of several different occupational areas, or if they choose to spend the entire nine weeks in one occupational area, may actually receive skills training.

- A statewide consortium provides a classroom training component during the summer months. The YETP summer program provides individualized occupational skills training, vocational assessments and other transitional services. This training is developed to meet the needs of each individual student and is offered to the area vocational center, as is the school-year YETP program which primarily provides transition services.

Purchase of Slots

Vocational skills training is provided to CETA youth through the purchase of slots in regular vocational classes.

- YETP students are mainstreamed into vocational classes at four area vocational schools.

- 250 slots in an urban vocational school are reserved for returning dropouts.

- A YETP program couples work experience with enrollment in regular vocational programs for skills training 2 to 3 hours a day.

- A YETP program for rural in-school youth requires participants to enroll in vocational skills courses at their home high schools or the vocational technical school.

Cooperative Vocational Education

The development of CETA youth programs on a cooperative vocational education model facilitates the awarding of academic credit.

- Program staff are certified in co-op education with responsibilities for individualized career development plans specifying job-related training classes and skills training classes needed by each student.
- Co-op credit is provided to youth participants in urban programs in three different states.
- A YETP program for rural in-school youth is part of the regular vocational cooperative curriculum. As a result, work experience positions are then matched to the vocational skills areas of the students.

Alternative Programs

Alternative schools and settings provide additional opportunities for CETA youth to participate in vocational skills training.

- An LEA-operated program combining YETP funds and other sources of funding from other agencies in the local community provides vocational skills training at vocational centers located around the city. For example, one center is located in a hospital and another operates within the facilities of an insurance company.
- An opportunity school is used to link a half-day vocational training with a half-day work experience. Regular school credit determined by the number of hours in the program is available for the vocational training.
- An alternative school offers vocational training in five vocational cluster areas. Courses for the students in academic subjects are modified to reflect the vocational

cluster they are in. Students alternate between two weeks in school and two weeks at work.

- An alternative training program for students 14 to 21 years of age is funded through YETP/YCCIP, Title II, and vocational education. Students who are 16 to 21 have the option of enrolling in classroom training, OJT, or work experience. Classroom training includes vocational skills training in 12 different areas. The facilities of the vocational departments of participating high schools are utilized for the classroom training.

Technical Institutes and Community Colleges

Postsecondary institutions are particularly attuned to offering skills training to dropouts and to other CETA youth lacking basic skills.

- A YCCIP program for urban high school dropouts provides vocational skills training through a technical institute. Students work toward a one-year certificate in painting and related skills.

- A rural YETP program offers skills training to dropouts at a vocational technical institute. The general vocational classes are required as a part of the career employment experience program.

- A community college reserves 25 slots in the school's vocational training areas for YETP students. These students are urban in-school youth who have trouble adjusting to the regular high school environment and dropouts.

- Dropouts in an urban YETP program receive 2 to 3 months of skills training at a technical institute or through other community resources including the vocational exploration program operated through the AFL-CIO.

- Youth reading at the 7th grade level or better attend a program operated at a community college. The program is

two-phase. The first phase is GED preparation and the second focus is on specific trades in ten vocational areas.

Postsecondary institutions can also provide additional facilities for use by secondary level CETA youth.

- A community college vocational center is utilized to provide juniors and seniors in a YETP program with skills training on a half-day basis. The skills training occurs as a second phase of the program. During the first phase, students are in an exploration component which provides hands-on experience also at the community college.

- A three-phase program which offers career decision-making and career exploration offers vocational training as an alternative to career employment experience in the third phase. Students may receive high school credit for training which was received at either the community college or regional occupation program training center.

- Urban and rural in-school and out-of-school youth are able to attend classes in the afternoon at a vocational technical school. They are offered hands-on skills training classes in twelve trade cluster areas taught by vocationally certified instructors.

Other Vocational Facilities

In addition to postsecondary institutions, skills centers and special centers for the handicapped are providing vocational skills training to YETP youth.

- A balance-of-state program offers vocational skills training to physically, mentally and emotionally handicapped youth at a center which is specially staffed and equipped to deal with their needs. The vocational skills training component is funded through YETP.

- Rural in-school youth and dropouts receive vocational skills training through YETP programs. The skills center, operated by the public school system and funded through CETA Title II, Vocational Education six percent set-asides, serves as a training site for the YETP youth.

WORK EXPERIENCE AND ON-THE-JOB TRAINING

This area includes work experience programs, the awarding of academic credit for work experience, and on-the-job training. Work experience includes that which is both subsidized and unsubsidized. The term 'on-the-job training' is reserved for its meaning as determined by the Department of Labor in the Federal regulations dated April 3, 1979. On-the-job training is taken to mean training in the private or public sector where the participant has been hired first by the employer. The training occurs while the participant is engaged in productive work which provides knowledge or skills essential to the full and adequate performance of the job. The reimbursement to the employer during that time is based on 50 percent of the participant's wages representing the difference between the cost of recruiting and training and the cost of lower productivity associated with employing CETA participants to perform the job than the cost for others similarly employed. In some instances, OJT reimbursement may be on a scheduled declining ratio to wages over the period of training. According to the same Federal regulations, work experience is a short-term or part-time work assignment and is prohibited in the private sector.

Work Experience

CETA funds have been used to extend cooperative vocational education work experience to CETA-eligible youth.

- A CETA cooperative vocational education program was developed in a large urban area.

- Students in a YETP dropout component were matched to subsidized work experience placements in the public sector as a part of the area vocational education school cooperative programs.

- A YETP program in a rural area provides transitional services during the school year and provides cooperative education placements during the summer months.

- A YETP program in a rural area has two components: a pre-vocational component which services students as young as 14 and a co-op component which serves students enrolled in a certified vocational class. The two components provide transitioning for the students into unsubsidized employment. Some students have moved from cooperative placements to on-the-job training slots while other students have moved from pre-vocational to cooperative placements.

- YETP and YCCIP-funded comprehensive youth programs in a county area utilize an individual cooperative education training plan for each student entering the cooperative education phase of the program. The plan certifies skills training to be accomplished on the job. Complementing the training plan is an individualized career development plan which determines a particular activity needed by each student in order to become job-ready.

- Students who receive work experience in housing rehabilitation are enrolled in a vocational course in housing rehabilitation for three hours a week. The YETP participants are considered as part of the school's regular cooperative education program.

- Enrollment in YETP fulfills the related instruction requirement of cooperative education.

- Work experiences provided to YETP students match jobs to a skill area, or to an appropriate occupational area identified during assessment. The YETP program is part of vocational cooperative training.

The creation of small business enterprises provides additional work experience opportunities for CETA youth.

- A youth program funded through multiple sources operates small businesses in which youth and teachers produce products or deliver services on a fee for work basis.

- An alternative vocational skills training program operates school factories which offer paid work experiences after school hours for younger or less skilled students.

Models for integrating work experience with education have been developed which allow for both individualized attention and group experiences.

- A YETP Program in a balance-of-state area provides several models for integrating work experience and education which may be implemented by LEAs. These models include: 1) Individual attention, which is facilitated by assigning each LEA staff member no more than two students. The staff member holds weekly counseling sessions with the student and maintains biweekly contact with the employer. 2) Education and work experience, which are provided in a group setting. A teacher-coordinator conducts a class of 15 to 20 students and monitors job-site experiences. 3) In the third model, an employer is responsible for establishing a mentor relationship with an individual student. The employer meets monthly with the school staff to provide input on student educational needs. 4) A large institution acts as mentor for 5 to 10 students at one site.

While rarely evidenced in this study, work experience has been offered as pre-apprenticeship training.

- Dropouts participate in a one-year YCCIP work experience component, during which time they are considered pre-apprentices. At the end of the year, all participants are eligible for the apprenticeship program with the local union.

Academic Credit for Work Experience

Guidelines for the awarding of academic credit for work experience are being developed on a statewide basis.

- In one State, a task force composed of intermediate education unit staff, vocational education staff from a university, and prime sponsor planning staff was formed to make recommendations for the awarding of academic credit.

- In another State, the vocational education division of the state education agency helped to develop criteria for the awarding of academic credit. All schools participating in YEDPA in that State have accepted the plan which details the development of training agreements.

- Academic credit for work experience varies with the school district. However, the State Division of Vocational Education has set up state standards which have been approved by the State board. If a school starts a YETP in-school program and provides from 36 to 54 hours of related instruction and 180 to 224 hours of work experience, a student may receive one full academic credit as an elective.

Program evaluation for credit which includes an assessment of worksites prior to placement was the primary method observed for determining academic credit. However, student evaluation supplemented the criterion of time spent on the job.

- Academic credit for students in a large urban YETP program is facilitated through a pre-placement site evaluation to assess worksites prior to assignment. Students are then evaluated by a job site

supervisor, ratings are tabulated and a grade is derived with the score 65 being passing. The credit is equivalent to one elective course in regular high school curriculum.

- Handicapped and special needs students in a YETP Program receive on-the-job training with private employers in the community. Following a 40-day on-the-job training period, the project director meets with the employer to evaluate the students and decide together on the job readiness. If the initial period is successful, a 90-day evaluation period follows. At the end of that period, the director and the employer evaluate the worker traits of the student on a five-point scale.

- Academic credit is awarded on the basis of the number of hours spent on the job and in class. In addition to the number of hours on the job, students are evaluated three times a year by the worksite supervisor. Evaluations are made in 13 areas on a scale of one to five. The items include such things as getting along with peers, the ability to complete assignments and the ability to follow instructions. The student must obtain a 2.5 or better overall to receive credit.

Competency-based assessments were a component of experiences designed for credit.

- A YETP program provides credit based on the development of basic competencies. A third party evaluator helped to develop competencies. Students' mastery is rated both subjectively and objectively. Subjective evaluations include job performance ratings made by the work supervisors and self-ratings made by the students. Objective evaluations consist of tests related to job skills.

- Academic credit based on length of time in the program is a base credit, and in addition students may receive variable credit depending on the amount of effort put out by the students and the degree

of efficiency obtained. The degree of proficiency or skills developed are measured through competency tests. The extent of program participation is monitored through reports written by the students which describe what they learn in the program and what classes the program relates to. The reports are presented to teacher-advisors and the guidance department.

Cooperative vocational education provides an additional method for certifying that work experience is relevant to the education of the student and providing a basis for awarding academic credit.

- Students receive three credits for vocational co-op training. Their cooperative experience consists of 25 hours a week at the job site and three hours a week in related skills training at an area vocational center.

- Cooperative placements are accompanied by a classroom training component and credit is based on one-half an elective credit for 180 hours of work and classroom instruction.

- CETA students in a cooperative education program receive a total of two hours of credit for time spent on the job. The credit for the work experience is primarily on the basis of time spent. Students must receive fair recommendations from their employer and above average recommendations from the career coordinator.

- Academic credit for work experience is awarded if students meet the goals and objectives of the work experience education programs of the school district. During the vocational exploration phase, students may receive five units of elective credit. During a later phase of the program involving work experience, credit is awarded as part of the competency-based management system for off-campus programs. Students may receive five to ten units of credit for work experience during this time. It is a linking of the

academic component with the work experience that enables students to receive academic credit.

- Urban in-school students in a YETP program receive academic credit for work experience if students are in a related vocational program in their home school.
- One credit per semester is awarded for cooperative work experience in a YETP program.
- Students in a YCCIP program may receive up to ten hours of credit in the vocational education curriculum. Work experience is provided on the school grounds.

On-the-Job Training

Results of the study suggest that on-the-job training slots are reserved for students who have completed some skills training or have proved they could succeed in subsidized work experience positions.

- YETP students who have succeeded in a subsidized work experience position may be transitioned to an on-the-job training slot primarily in the private sector.
- A YETP program is provided in three phases with the third phase consisting of placement in vocational training courses or on-the-job training with private employers. Students who are selected for OJT slots are those who have completed a semester of skills training.
- A minimum of two weeks of training in entry-level skills is necessary before on-the-job training placements in the public and private sectors for YETP students.
- Local employers are encouraged to provide job shadowing or observation periods for YETP students. Following the observation period, an attempt is made to get the employers to hire the students

on a part-time basis during which the employer would be reimbursed on a scheduled declining ratio to wages.

- An employer no-risk plan is used to secure OJT slots in a YETP program. A prospective employer is paid by CETA funds for a one- or two-week period on an exploratory basis. During this time the employer does not have to put the individual on the payroll. Gradually the individual is phased onto the payroll and the CETA payments lessen as time goes by. This is considered an on-the-job training allowance.

PLACEMENT

This functional area includes placement, job development, job restructuring, and job creation. According to the Federal Register, Tuesday, April 3, 1979, placement is defined as the act of securing unsubsidized employment for a participant or the securing of unsubsidized employment by the participant him/herself. As many of the participants in youth programs would not yet be ready for permanent placement, placement has been broadened to include placement activities related to securing worksites for participants. This broadens the definition of placement considerably, as work experience arrangements or on-the-job training slots which were part-time or subsidized would also be included.

The provision of placement services is designated as a joint responsibility of coordinating agencies. The agencies involved are not limited to prime sponsors and schools.

- A statewide YETP program makes placement a joint responsibility of an employment and training representative and a teacher-coordinator.

- A YETP program makes placement a joint responsibility of the school and a community-based organization (CBO). The school counselors and placement staff meet with

CBO staff to discuss plans for placement of individual students in employment stations. In addition, the schools have computer terminal linkages with the Employment Security Commission's Job Bank.

- In a YIEPP program the prime sponsor is responsible for placements in the public sector and the National Alliance of Businesses is responsible for placement in the private sector.

In-program placements for work experience and on-the-job training are largely the responsibility of teachers and counselors.

- Placements for the on-the-job training component of a YETP program are developed by program teachers. Placement for program completers is offered through referral to the employment service.

- Placements in work experience positions are developed by the YETP counselors, vocational teachers and school counselors.

- YETP work experience placements are developed by program teachers. Placement for program completers is provided through the efforts of program staff and guidance departments of the high schools.

- Worksites during the program are located by YETP funded teacher-counselors.

- Placements for cooperative work experience positions are developed by coordinators through visits or telephone contact with area employers.

- A half-time YETP counselor at a vocational-technical school provides direct placement services to program participants.

- Placement and follow-up during the on-the-job training component of an urban youth program are provided by teacher-coordinators.

- Program placement services are provided by two youth placement specialists and teachers in an urban YETP program. The youth placement specialists develop jobs through telephone contact of area employers.

- YETP program funds are utilized to secure the services of the vocationally handicapped program work study coordinator. This person serves as a resource for locating jobs.

- Work experience placements for a summer youth employment program are developed by both teacher-counselors and the prime sponsor.

- In a YETP program the prime sponsor is responsible for providing direct placement services including both work experiences and on-the-job training opportunities.

The post-program placements observed in this study involved two main actors: Employment Security and vocational education staff.

- Out-of-school youth in a rural area who completed a YETP program are provided placement through the efforts of program staff and Employment Security Commission personnel.

- Program staff members and a Job Service representative are co-located in an office at the school to facilitate placement.

- Placement assistance for graduating seniors of a YETP program is provided through the assistance of the Employment Security office through a non-financial agreement with the prime sponsor and through the school district's vocational education office.

- As part of a contract with an area vocational school, placement services are provided to at least 50 percent of program completers.

- An urban program offering skills training in vocational centers located in different facilities throughout the city provides direct placement services for program completers. Vocational center managers provide the placement services.

- Students in a YCCIP program receive placement services through the director of vocational education at the high school. This person works with participants during the program and also handles job placement after termination from the program.

- Dropouts and slow learners in an alternative school are placed through the efforts of vocational education teacher-coordinators who serve as liaisons with the employers.

- A YETP program offers post-program placement through a separate contract between the prime sponsor and a community-based organization.

Employment service centers are set up with CETA funds to facilitate placement.

- YETP funds provide for a youth employment service center administered by the Director of Cooperative Education for an area vocational center and staffed by counselors paid through CETA funds.

- A program supervised by a consortium of vocational directors utilizes a youth employment service component for placement.

- A YETP program utilizes the services of a youth employment service established by the prime sponsor for all youth in the prime sponsor service area.

- A youth employment service component handles placement work experience sites for students in YETP and summer youth employment programs.

An isolated, but notable instance involved the use of YETP funds to develop a computerized placement

program. The program was developed on a regional basis by four directors of vocational education.

- A computerized placement system matches students to available jobs based on job skills, abilities and interests. Students may obtain lists of jobs from the computer. Job information available to students includes pay rate, hours of work, job skill requirements and distances from the student's home. Only students with appropriate skills are referred to employers. Computerized records of placements are maintained to facilitate follow-up.

Job Development

Job development activities are most often the function of program staff hired specifically for that purpose.

- A YETP program employs a job developer on a full-time basis who provides both direct placement services for program completers and help in identifying and developing suitable work experience positions.

- An urban program employs job developers to locate on-the-job training and work experience slots for YETP participants. YETP graduates receive placement assistance through a placement support program operated by the public schools and the Department of Employment.

- A YETP program employs job developers to make end program placements of students for work experience.

- Job development and placement are considered the responsibility of local education agencies who subcontract with an intermediate education unit for a YETP program. However, the intermediate education unit and the prime sponsor provide job development for enrollees who are not placed by the LEA subcontractors.

- Work experience placements in a YETP in-school program are developed by program teachers.

Job restructuring and job creation may have been utilized by programs examined in this study, but no examples were specifically noted during the survey or on-site visits.

CHAPTER FOUR: CONCLUSIONS

NEED FOR COORDINATION

Coordination can serve many masters. It can serve congressional intent to use coordination in order to limit duplication of effort, and it can fulfill the desire of the Department of Labor to ensure the quality of programs delivered to disadvantaged youth. Furthermore, coordination can be an efficient agent in reducing the cost of training by combining available resources. In addition to the presumed benefits of coordination, there are practical reasons for coordinating the services delivered to disadvantaged youth to enhance their opportunities in the labor market and smooth the transition from school to work.

The Comprehensive Employment and Training Act, which has spawned much of the current focus on coordination, is but one resource that may be used to interact with the labor market. CETA is sometimes looked upon as a complete labor market resource package, capable of serving multiple clients. While CETA is not rigidly bound by a single delivery system or method and is capable of rapidly mounting responses to labor market problems, it was not intended to act as administrator and service deliverer in and of itself. In carrying out the purposes of the Act, other agencies are used to deliver employment and training services. These agencies include community-based organizations, local educational agencies, institutions of higher education, non-profit private organizations, non-profit volunteer and youth organizations, labor organizations, and educational associations.

ARTICULATION

Coordination in its fullest sense is not limited to the relationship between vocational education and CETA. Neither is it limited to the negotiation of agreements between prime sponsors and local educational agencies, even though that has been the subject of considerable attention. Although generally thought of in terms of interagency linkages, coordination is also an intraagency issue. The relationship of vocational education to the rest of education and articulation between secondary and postsecondary educational institutions are as much at stake in the preparation of young people for the job market as coordination between education and CETA. Finally, coordination is not limited to the exchange of funds for services.

INCENTIVES

There are numerous incentives which may encourage various agencies to work together to serve common populations. Agencies which have historically worked together to achieve common goals may share or coordinate their activities with no transfer of funds or the presence of financial incentives. Title IV under CETA is a relatively new title which provides funds for demonstration projects. Therefore, any relationship under Title IV has, as a primary component, the existence of a financial incentive as a key to coordination. Demonstration funds traditionally cloud attempts to draw conclusions regarding the evolution of relationships under more natural circumstances. Taking into consideration that the programs looked at in this study were primarily funded through Title IV, it is difficult to draw definitive conclusions regarding coordinative mechanisms which could be fostered in the absence of financial incentives.

Born of Federal urging, coordinated programs at the local level may exist as a stepchild of the parent institution vis-a-vis established, institutionalized, ongoing programs conceived as local institutions. Exemplary coordinative mechanisms are those which demonstrate that the program exists as more than an adjunct to regular programs. The extent to which an institution commits its own resources, financial or otherwise, is an indication of a first step toward a longer-term commitment to providing continuing services for a target population.

Despite such caveats, it is apparent that a working partnership between vocational education and CETA has been evidenced under Title IV. In addition to creating linkages at the local level between education and CETA, Title IV has renewed a bond between vocational education and prime sponsors and reaffirmed their mutual purpose to prepare youth for the world of work.

TECHNICAL ASSISTANCE

A continued effort to encourage coordination will require increased technical assistance and training at the local level to sustain activities set in motion by Title IV. At a minimum, successful approaches to interagency coordination must be disseminated. To further advance a vocational education-CETA partnership will require that mutual knowledge of agency functioning be increased. Coordination cannot be one-sided. All the possible sources of funding and other resources available to the two agencies must be tapped to support a program of information sharing.

A heightened capacity for information sharing is necessary to prepare vocational education agencies and prime sponsors to work together on a continuing basis. Improving local programs to better serve the needs of disadvantaged youth is a joint responsibility--a responsibility for which both agencies must be prepared.

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APPENDIX

CONSERVA, Inc. is under contract with the U. S. Office of Education to document and disseminate information on effective mechanisms for facilitating coordination of vocational education programs with the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). As a requirement of this contract, standards are to be developed and used to identify mechanisms that appear to hold promise as a means of promoting effective coordination. These mechanisms once identified will be further screened and those judged to be of demonstrated effectiveness will be documented and disseminated as models for replication elsewhere.

The standards contained in this document represent an attempt to operationalize the concept of coordination. Coordination is broadly defined as an alignment or association between the vocational education and the employment and training service delivery systems. This alignment/association may be achieved via a number of mechanisms. As commonly conceived, however, mechanisms for organizational alignment have been synonymously referred to as linkages, couplings or articulation. Although the importance of this conception is not to be denied, coordinative mechanisms as herein used are more comprehensively defined to include those policies, procedures, programs, practices, rules, and regulations that shape and direct the kind and quality of services offered to a common population. It is in this sense that the "vocational education-CETA connection" centers most directly on organizational compatibility and that alignment of mutual purpose and intent will require true institutional change.

The standards are presented as a series of general statements descriptive of specific dimensions of YEDPA-vocational education coordination. Each standard is explicated by a number of specific behavioral

statements which are judged to be exemplary manifestations of alignment and association between local vocational education agencies and YEDPA eligible prime sponsors. These behavioral statements are designed to be descriptive of coordinative practices considered to transcend sheer compliance with legislative intent. To the extent possible, these statements are prescriptive of process rather than product since process produces results and only process models are replicable. Each statement is written to allow for a variety of methods/means of process execution. In no case are the behavioral statements to be construed as an exhaustive listing of the repertoire of cooperative endeavor.

The standards were developed in a multi-stage process. Based on a review of available literature, standards were synthesized and classified according to six program areas representing major YEDPA activities/services. These standards were reviewed by a project Technical Advisory Group (TAG) composed of representatives of vocational education, labor, and various national groups with identified concerns for youth unemployment. A meeting was used as the vehicle for the TAG review to facilitate interaction and discussion. A supplementary written review was obtained by a technical consultant. Finally, the standards were revised to accommodate accumulated comments and the results reviewed with the Project Officer.

In the second major stage of development, the revised standards were explicated by example. Statements descriptive of exemplary evidence of coordination were drawn from empirical accounts of functioning connections, including those cited in the literature and those provided by the TAG members. The resulting examples are those which are viable,

measurable, and indicative of potential means of alignment between the vocational education and the YEDPA enterprises.

This document contains twenty-eight (28) standards and 154 associated behavioral statements classified into six sections, each section corresponding to a major YEDPA activity/service area. Each section is comprised of a number of standards with each standard beginning on a separate page. The format is designed to facilitate use of the standards in subsequent project tasks including (1) nomination of sites with potentially effective coordinative mechanisms, (2) telephone contact with program staff, and (3) site visits to document the context that fostered the development of effective mechanisms.

ADMINISTRATIVE AFFAIRS

1A. *Planning of vocational education programs and VEDPA sponsored employment and training activities is coordinated to insure the most efficient and effective utilization of resources to meet the needs of VEDPA participants.*

- There is joint review and comment on vocational education and prime sponsor plans.
- Joint meetings are held between vocational education and prime sponsor planning staffs.
- Vocational education and prime sponsors share planning staff.
- Vocational education and prime sponsors share information on existing programs, facilities, and resources.
- Vocational education and prime sponsor planners share information on the labor market and characteristics of clients to be served.
- There is shared membership on the local advisory councils on vocational education and on the prime sponsor's planning councils/youth councils.
- Vocational education representatives serve on private industry councils.
- Vocational education and CETA prime sponsors are developing a systematized information sharing capacity including the potential for linking the Vocational Education Data System (VEDS) and prime sponsor data systems.

1B. *Evaluations of vocational education and YEDPA sponsored employment and training programs are coordinated to ensure an integrated approach to meeting the comprehensive employment and training needs of eligible participants.*

- There is joint agreement on the evaluation design including criteria for evaluation, evaluation procedures, instrumentation, and methodology.
- Vocational education and prime sponsor staff jointly participate in monitoring and assessing YEDPA supported program activities.
- Vocational education and prime sponsor staff jointly participate in the preparation of evaluation reports.
- Vocational education follow-up procedures are used to track post-program achievements of YEDPA participants.
- Local advisory councils on vocational education and prime sponsor planning councils collaborate in evaluation efforts.
- Evaluation results are jointly reviewed for purposes of program improvement.

1C. *Vocational education program improvement efforts are responsive to the special needs of YEDPA eligible participants.*

- In-service education is provided to teachers, counselors, and administrators to increase their awareness of the problems of YEDPA eligible clients.
- Curriculum, guidance and testing materials are developed or modified to meet needs of YEDPA clients.
- Research and development efforts are used to test the effectiveness of a wide range of innovative approaches to serving YEDPA youth.
- Programmatic reviews are conducted to determine suitability of vocational programs, services and activities for meeting the needs of YEDPA participants including remedial education, supportive services, freedom from sex bias, and employability skills.
- Prime sponsor staff participate in program improvement efforts.

1D. *Technical assistance is provided to facilitate coordination of vocational education and YEDPA employment and training programs and activities.*

- Teams composed of vocational education and prime sponsor staff jointly assess problems and make recommendations.
- Prime sponsor staff provide in-service training and technical assistance to vocational education professionals regarding CETA legislation, regulations, requirements and operational procedures.
- Technical assistance is provided vocational education through the State and/or district educational establishment.
- Formalized arrangements exist for sharing information between vocational education and CETA prime sponsor(s).

1E. *Vocational education and YEDPA employment and training program administration fosters and enhances coordinative relations.*

- YEDPA-funded programs are coordinated with other CETA-funded school programs providing assistance to youth.
- Vocational education professionals are encouraged to be responsive to the needs of YEDPA eligible youth.
- Administration is supportive of use of educational resources to provide expanded services to YEDPA eligible youth.
- Administrative philosophy is supportive of the provision of services to out-of-school youth.
- Public service employment funds have been sought to support educational professional or paraprofessional staff.

1F. *Well-defined policies exist to guide vocational education-YEDPA cooperative efforts.*

- Policies have been jointly formulated which delineate the role and function of vocational education in the provision of services to YEDPA clients.
- Policies exist for the articulation of the roles of secondary and post-secondary educational institutions in the provision of services to YEDPA youth.
- Administrative policies allow for utilization of staff with special experience or non-traditional credentials.
- Operational policies insure that vocational education facilities are accessible to YEDPA participants on a flexible schedule.
- Established policies and procedures assure that vocational education programs are structured to enhance flexibility in serving YEDPA participants including open entry/open exit, modular, competency-based, or individualized instruction.
- Vocational education programs are geographically located to promote access of YEDPA youth.
- Standards of conduct reflective of the work environment are used as behavioral guidelines for YEDPA youth.
- Admission policies assure non-discriminatory access to vocational education programs.
- Uniform policy exists regarding granting of academic credit for work experience.

1G. Funds are allocated in a manner to promote maximum support to vocational education-YEDPA cooperative efforts.

- Vocational education funds have been used in conjunction with YEDPA funds to expand services available to YEDPA populations.
- Increasing amounts of State and local vocational education funds are being spent to serve YEDPA clients.
- Vocational education funds are being used to provide supportive services oriented to needs of YEDPA participants.

OUTREACH, ASSESSMENT, COUNSELING AND SUPPORTIVE SERVICES

2A. *Vocational education services encompass outreach activities directed at identifying disadvantaged youth most likely to have difficulty in making the transition from school to work and to benefit from available YEDPA programs.*

- Responsibilities for outreach functions are delineated by joint agreements between employment and training service deliverers.
- Guidelines are utilized to assist in the identification of disadvantaged youth.
- Teachers and other educational staff have received training in methods for identifying disadvantaged youth in need of YEDPA services.
- Outreach activities are directed at identifying both in-school and out-of-school youth in need of services.
- Outreach activities are directed at a wide range of client groups including minorities, women, single heads-of-household, and those who wish to seek employment in non-traditional occupations.

2B. *Vocational education activities include intake procedures aimed at selecting youth for VEDPA programs based on a thorough diagnosis of their needs.*

- Systematic intake procedures have been developed.
- Intake procedures are developed in cooperation with CETA prime sponsor staff.
- Responsibilities for intake functions are delineated by joint agreements between employment and training service deliverers.
- Responsibility for intake procedures performed in the school are assigned to designated school personnel.
- Guidelines for the performance of intake functions are provided to school personnel.
- School staff are trained to perform the intake function.

2C. *Eligibility screening procedures are used in vocational programs to facilitate the enrollment of eligible youth who are drop-outs, or those most likely to have difficulty in making the transition from school to work.*

- Responsibilities for determination of income eligibility are delineated by joint agreements between employment and training service deliverers.
- Eligibility screening responsibilities are assigned to designated school personnel.
- Formalized procedures are utilized to identify and classify eligible clients into priority groups according to need.
- The screening process is reviewed for compliance with Equal Employment Opportunity guidelines.
- Eligibility criteria for vocational programs are realistic in light of assessed needs of YEDPA participants.
- Program enrollment procedures insure that enrollments are reflective of economic and demographic characteristics of significant segments of the population to be served.

2D. *Individual assessment is used as an on-going component of vocational programs to gain a better understanding of abilities, interests, and values of VEDPA eligible participants.*

- Arrangements exist for the allocation of assessment responsibilities among employment and training service deliverers.
- Client background, interests, skills, aptitudes and other employability factors are formally assessed to determine client needs for services.
- Validated assessment techniques are used to determine client needs.
- Assessment information provides the basis for the development of an individual employability plan.
- A wide variety of educational professionals and other support service personnel participate in the development of individual employability plans.
- The individual employability plan is used to guide the provision of individualized services.
- Individual clients are provided with assessment data regarding their strengths and limitations to assist in making better career decisions.
- Arrangements are made to share assessment information with other employment and training service deliverers.

2E. *Vocational education provides for the referral of individuals to YEDPA programs offering appropriate services or combination of services.*

- Linkages exist for the referral of YEDPA participants to other CETA-funded employment and training resources or other available community programs.
- Linkages are established with other community and governmental agencies for the referral of potentially eligible YEDPA clients to vocational education programs.
- Provisions are made for individualized referrals to on-going education and training programs.

2F. *Disadvantaged youth, especially drop-outs and potential drop-outs, are provided with vocational counseling and guidance which is realistic in light of individual abilities, interests and values and current labor market information.*

- Arrangements are made to coordinate vocational education guidance and counseling services with prime sponsor counseling activities.
- Vocational education utilizes new types of youth workers to provide guidance and continuity for YEDPA participants.
- Individuals with relevant occupational experience are brought into the schools as counselors or advisers for YEDPA participants.
- Expanded guidance and counseling services are provided through community vocational resource centers established in economically distressed areas.
- Career development centers are established to provide ready access to YEDPA participants.
- Guidance materials are identified and developed to serve the special needs of YEDPA youth.
- Methods of overcoming sex-role stereotyping are provided such as in-service training, improved counseling materials, and sex-fair testing materials.

2G. *Comprehensive, current and reliable labor market information is provided to YEDPA youth for the purpose of improving both short-term decision-making and long-term employability development.*

- Comprehensive labor market information is provided to YEDPA participants, teachers, counselors, and other support personnel.
- Labor market information is provided in a format that takes into account the reading level, attention span, language and vernacular of YEDPA youth.
- Labor market information is provided in a manner which promotes occupational awareness and enhances career decision-making.
- Vocational education makes maximum use of up-to-date delivery systems available for providing labor market information such as State and local occupational information systems, ESARS, Job Bank, and computerized career information systems.
- An informal network of experts from different occupational fields in the private and public sectors is available to serve as a resource for career planning.

2H. *Supportive services responsive to the special needs of YEDPA youth are provided to enable them to participate in vocational education programs.*

- Linkages with other community and public agencies are established to insure that a full range of supportive services are available.
- Access to supportive services is built into vocational education programs to insure unified service delivery to YEDPA clients.
- Responsibilities for the provision of supportive services are delineated and assigned to specific staff.
- Students are fully informed upon program entry of the type of supportive services available and the services' eligibility requirements.
- The individual employability plan includes the provision of needed supportive services.

NON-SKILLS ORIENTED TRAINING

3A. *Remedial education is provided to VEDPA participants who lack the ability to complete training or obtain jobs.*

- Needs for basic educational skills are assessed at program entrance as a basis for remedial action.
- Remedial courses are integrated with institutional skills training, work experience, and on-the-job training.
- Instructors are available with experience in teaching basic and remedial education to disadvantaged populations.
- Literacy training is used both to break failure patterns in communications and to increase English ability for limited-English-speaking clients.
- Instructional resources are available which consider special needs such as reading level, attention span, frustration level, need for feedback and reinforcement, and a previous failure syndrome.
- Provisions are made for awarding high school equivalency certificates.

3B. *Occupational orientation is provided to YEDPA participants both prior to and during their vocational skills training.*

- Occupational survival skills are integrated into vocational programs to facilitate work adjustment.
- The learning environment is designed to simulate the work place.
- Work experience components are structured to provide orientation to the world of work.
- A variety of procedures including speakers, field trips, shadowing, career internships, and job sampling are introduced to enhance occupational awareness.

3C. *Pre-vocational programs are oriented to the special needs and abilities of VEDPA eligible youth.*

- Pre-vocational programs are offered which prepare participants to enter non-traditional careers.
- Pre-vocational programs are used to increase the labor force participation rate of minorities and women.
- Pre-vocational programs are articulated with and serve as referral to skills training programs.

INSTITUTIONAL OCCUPATIONAL SKILLS TRAINING

4A. *Instruction in occupational survival skills is offered as an integral part of vocational programs and activities available to YEDPA eligible participants.*

- Training in employability skills is offered which includes such topics as job search techniques, interviewing and completing job applications.
- Vocational education programs emphasize work adjustment which includes such factors as work values, attitudes, resolution of work-related problems, motivation for work, interpersonal relations, on-the-job communications, and coping with organizational change.
- Special attention is given to the development of life adjustment skills, grooming, resource management, and related consumer education topics.

4B. *Institutional vocational training opportunities are adaptive to the various needs of YEDPA participants.*

- Placement in skill cluster areas is based in part on enrollee interests.
- Courses are taught by instructors with experience in dealing with special needs populations.
- Multiple instructional media and alternative teaching strategies are available including individualized instruction, modularized curriculums, and competency-based instruction.
- Instructional materials and teaching methods are designed to consider such factors as reading level, attention span, frustration level, and need for feedback and reinforcement.
- Instruction is communicated in the language or vernacular most meaningful to participants.
- Instructional assistance is provided to YEDPA youth using methods such as extended day programs, tutoring, intensified instructional effort.
- Special programs for recent or potential drop-outs are available in out-of-school settings, on the worksite, or in alternative schools.
- Vocational education courses for participants are responsive to new and changing occupational fields.
- Program participants are mainstreamed into regular vocational education programs after YEDPA experience and training.

4C. *Occupational skills assessment of eligible YEDPA participants occurs both before and after their occupational training.*

- Formalized procedures exist for the assessment of occupational skills.
- Program staff are provided training in occupational assessment techniques.
- Placement in occupational programs is based in part on pre-program assessments.
- Assessment results are utilized to tailor the program to individual developmental needs.
- Occupational skills assessment results are provided to YEDPA participants to facilitate their career-decision making capabilities.
- Occupational competencies are assessed and certified prior to program completion.

WORK EXPERIENCE AND ON-THE-JOB TRAINING

5A. *Meaningful work experience programs are provided to VEDPA participants to improve their ability to make career decisions and develop basic work skills.*

- Work experience opportunities are developed in coordination with job development and creation functions.
- Systematic procedures exist for assessing the capabilities of work experience to provide specific career exploration and awareness opportunities.
- Students are matched with work experiences based on compatibility with their educational and career goals.
- Work experiences provide a broad base of exposure through such mechanisms as site and job rotation.
- Work experiences are augmented by supportive services to help sustain participation.

5B. *Procedures have been established to facilitate the awarding of academic credit for work experience.*

- Policies for awarding academic credit are uniform across the LEA.
- Guidelines exist for awarding credit based on demonstrated competencies.
- Academic credit is awarded to the extent that work experience contributes to the achievement of stated learning objectives.
- Provision of academic credit requires that programs for awarding of academic credit be under the supervision of school personnel.
- The provisions for awarding of academic credit are widely publicized and disseminated to all YEDPA participants.

5C. *Well-supervised on-the-job training for YEDPA participants is provided as an integral part of vocational education programs and activities.*

- On-the-job employment opportunities are offered in areas with demonstrated demand.
- Provisions are made to assure that on-the-job training experiences are related to the career goals of youth.
- On-the-job training supervisors have relevant training in the occupational area.
- On-the-job training is oriented to job skills required for entry-level employment.
- Work agreements between vocational education and the employer articulate the roles and expectations of each party.
- Employers and YEDPA participants are both prepared with regard to expectations of behavior.
- On-the-job training is augmented by supportive services to help sustain participation.

PLACEMENT

6A. *Direct placement is provided as a vocational education service to eligible VEDPA participants.*

- Placement services are coordinated with other school and community-based programs.
- Placement functions are delineated and assigned to specific staff.
- Placement activities make maximum use of available labor market information including that available from Employment Security, occupational information systems, Job Bank, job vacancy data and other specialized surveys.
- Comprehensive placement services are provided that include orientation to placement services, pre-interview counseling, employer contact, and follow-up.
- Post-employment follow-up services are provided to promote improved work relationships between employers and youth.
- Placement programs are designed to promote accessibility into non-traditional jobs.

6B. *Vocational education professionals are engaged in job development efforts to secure unsubsidized employment opportunities for YEDPA eligible youth.*

- Job development functions are delineated and assigned to specific staff.
- Community employers are systematically contacted to secure listings of job vacancies.
- Efforts are undertaken to increase private sector employer awareness and receptivity to hiring YEDPA youth.
- Procedures encourage the transformation of subsidized slots to unsubsidized positions.
- Special efforts are directed at the development of non-traditional employment opportunities.

6C. *Vocational education professionals are engaged in job restructuring activities to provide assistance to employers in developing job ladders for youth.*

- Mechanisms have been established for attaining employer participation in the development of new jobs within the organization's existing personnel system.
- Efforts are undertaken to increase employer receptivity to expanding opportunities for hiring youth.
- Procedures have been established for the analysis of jobs in terms of job duties and worker competencies and skills.
- Arrangements exist for systematic rearrangement of tasks to realistically match the job requirements with available youth.

6D. *Vocational education programs emphasize job creation aimed at encouraging VEDPA youth initiative and participation.*

- Community needs are assessed to identify potential employment opportunities.
- Job opportunities are created through working in close conjunction with industrial recruitment and community economic development efforts.
- Management assistance is provided to small businesses to promote expansion of job opportunities.
- Encouragement and assistance is provided in establishing youth-operated businesses.
- Opportunities are provided for relevant school-based employment including the use of VEDPA youth in work as peers.
- Programs are oriented to the development of entrepreneurial skills.